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STATE AND LOCAL PROGRAMS IN AIR POLLUTION CONTROL

Public Health Service
Washington, D. C.

1966

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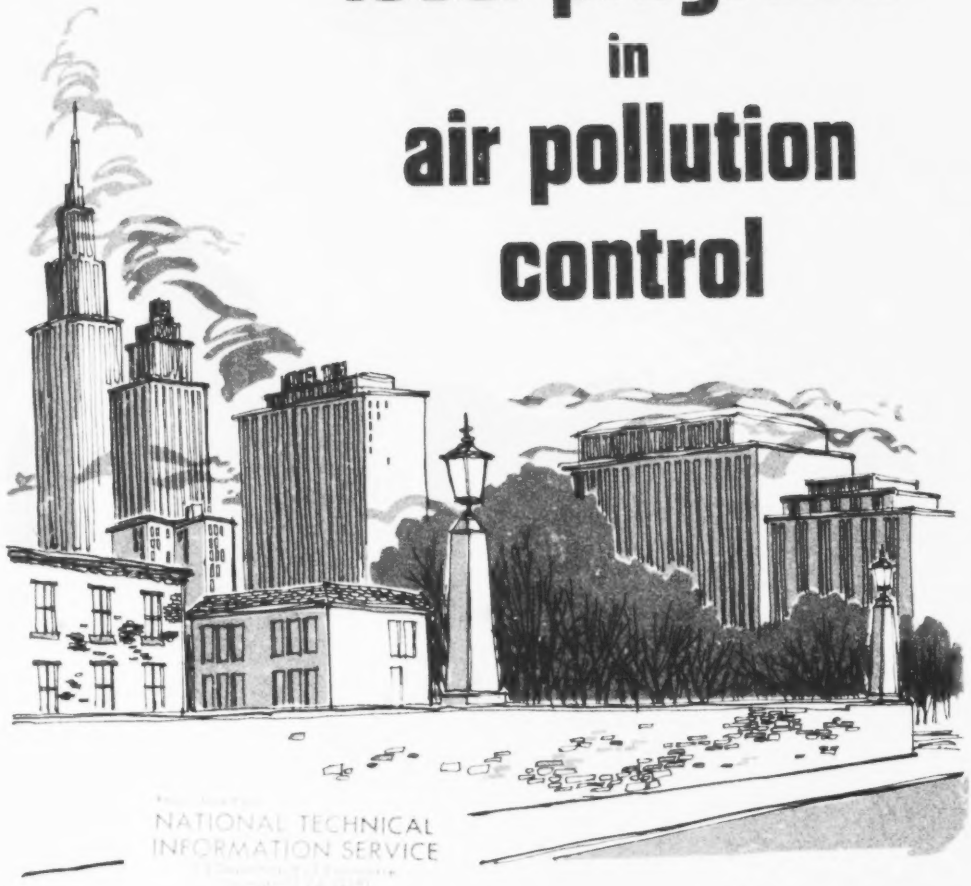
state and local programs in air pollution control



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control

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE • PUBLIC HEALTH SERVICE
Division of Air Pollution — Washington, D.C. 20201

preface

Realistically, we cannot expect that air pollution will be controlled voluntarily. From an economic point of view the current methods for controlling air pollution frequently are unattractive to those who operate the sources of pollution. In its present state of development the technology for controlling air pollution in large part adds to the costs of production and does not add to the returns on the product. But even if we strip away the economic disadvantage, there seems to be considerable inertia in applying controls to the sources of air pollution. In those operations, for example, where recovery processes or other methods have been developed to make control profitable, the application of control has not routinely followed.

Government at all levels has begun to realize that if we are to control air pollution we must have regulatory authority. City councils, county commissions, State legislatures, and the Congress have begun to provide the legislation upon which we can build programs of air pollution control. And this is good, because the threat of air pollution has never been more serious than it is today.

This book describes where we are at the end of 1966 in our efforts to develop State, regional, and local air pollution control programs.

division of responsibility

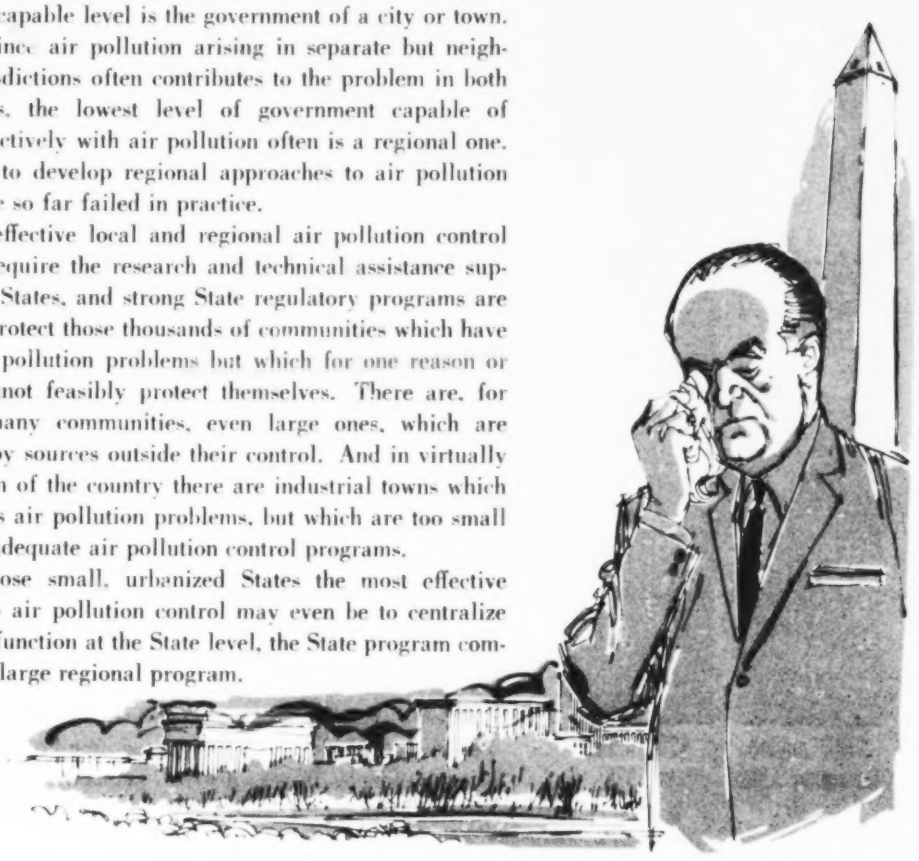
In the preamble to the Clean Air Act of 1963 the Congress of the United States declares among other findings . . .

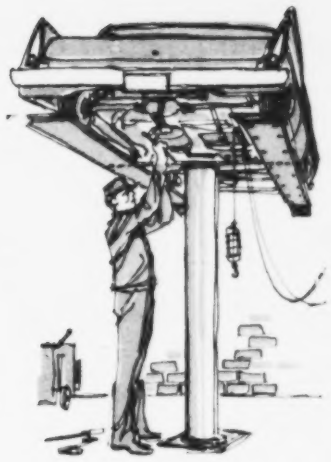
> *That the prevention and control of air pollution at its source is the primary responsibility of States and local governments.*
> *That Federal financial assistance and leadership are essential for the development of cooperative Federal, State, regional, and local programs to prevent and control air pollution.*

It has been axiomatic in the air pollution control field that the ideal approach to control is at the lowest level of government capable of dealing with the problem. Sometimes this lowest capable level is the government of a city or town. However, since air pollution arising in separate but neighboring jurisdictions often contributes to the problem in both jurisdictions, the lowest level of government capable of dealing effectively with air pollution often is a regional one. But efforts to develop regional approaches to air pollution control have so far failed in practice.

Even effective local and regional air pollution control programs require the research and technical assistance support of the States, and strong State regulatory programs are needed to protect those thousands of communities which have serious air pollution problems but which for one reason or another cannot feasibly protect themselves. There are, for example, many communities, even large ones, which are fumigated by sources outside their control. And in virtually every region of the country there are industrial towns which have serious air pollution problems, but which are too small to support adequate air pollution control programs.

For those small, urbanized States the most effective approach to air pollution control may even be to centralize the control function at the State level, the State program comprising one large regional program.

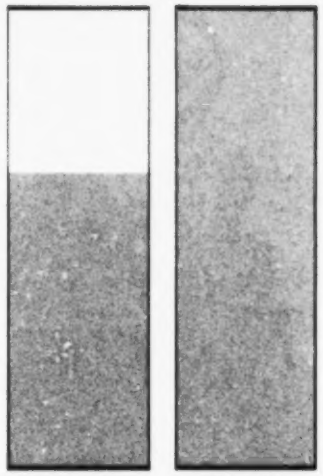




federal program grants

The Clean Air Act of 1963 authorizes Federal grants to help *develop, establish,* or *improve* governmental air pollution control programs. The grants can be used for up to three-fourths of the cost of regional programs or up to two-thirds of the cost of State or local programs. Since these grants were intended to stimulate expansion of programs, grantee matching funds for a program must consist of increases above previous non-Federal expenditures. Individual grants are limited to a maximum of three years. Applicants must have a workable program for prevention and control of air pollution, including adequate legal authority and means for enforcement, or must develop such a program within two years.

So that State and local governments can sustain their efforts to control air pollution, and in recognition of the Federal responsibility to help them in doing so, the Congress amended the Clean Air Act in October 1966 to authorize Federal *maintenance* grants for air pollution control. President Johnson signed the new amendments into law in October. Under this new legislation the Federal Government can award funds to cover up to 60 percent of the costs of operating a regional program or to cover up to 50 percent of the costs of a single-jurisdiction agency. The new legislation places no limit on the duration of a maintenance grant.



$12.7 million December 1963

$20 million in 1966.

what we have accomplished

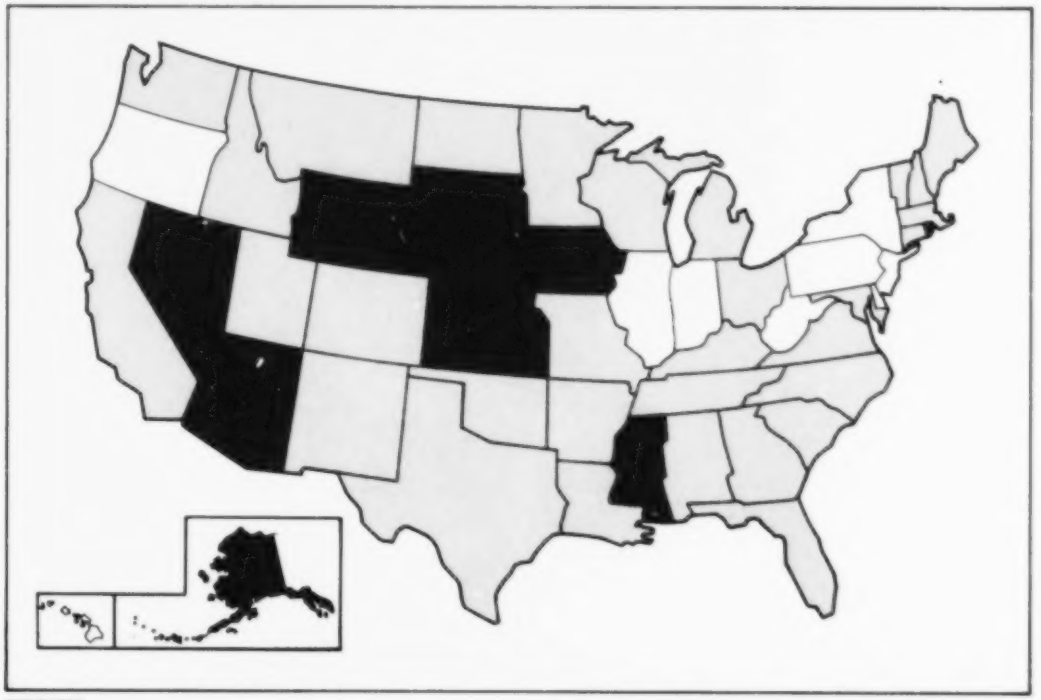
In December 1963, when the Clean Air Act was signed into law, the combined State and local annual budget for air pollution programs was $12.7 million. In 1966 that budget was close to $20 million, and the increase was largely due to the stimulus of the Federal program grants.

In all, $9.18 million in Federal funds was appropriated for program grants during the 1965 and 1966 fiscal years. This amount gave support to 112 agencies. Forty existing programs received improvement grants; 72 new programs were created. The expenditure of non-Federal funds by grantee agencies increased by 46 percent.

state programs

Before the Clean Air Act became law, only 17 States had budgets of $5,000 a year or more for air pollution activities. Most of the State programs were limited to technical assistance to local programs. Not more than six States, even with a generous interpretation, could be said to enforce air pollution regulations. The total spent by the States was a little over $2,000,000, and more than half of this was spent by a single State—California. For all 17 State programs the median annual per capita expenditure was 1.2 cents. The generally accepted minimum per capita expenditure for an adequate State program is 25 cents.

In 1965, 40 States had budgets of $5,000 a year or more for air pollution programs, and the median per capita expenditure had risen to 2.9 cents. Of these States only nine were involved in regulatory activities. The gap, though narrowing, is still very large.



States with regulatory activities.

States with information-gathering activities only.

States without air pollution activities.

1966 budgets for state air pollution programs

	1960 Population (in thousands)	Fiscal 1966 Budgets			* Annual Per Capita Budgets
		Non-Federal	Federal	Total	
Alaska	228	0	0	0	0
Alabama	3,276	25,000	50,000	75,000	2.3
Arizona	1,322	0	0	0	0
Arkansas	1,791	19,340	38,680	58,020	3.2
California	15,863	2,228,000	124,000	2,407,000	15.2
Colorado	1,710	55,780	20,060	75,840	4.4
Connecticut	2,543	62,550	89,066	151,616	6.0
Delaware	449	21,175	0	21,175	4.7
Florida	4,999	178,000	0	178,000	3.6
Georgia	3,958	38,515	46,452	84,967	2.1
Hawaii	637	50,218	24,002	74,220	11.7
Idaho	671	9,000	17,982	26,982	4.0
Illinois	10,084	77,050	79,416	156,466	1.6
Indiana	4,672	38,230	41,580	79,810	1.7
Iowa	2,757	0	0	0	0
Kansas	2,180	0	0	0	0
Kentucky	3,043	119,838	196,828	316,666	10.4
Louisiana	3,262	35,883	48,448	84,331	2.6
Maine	974	7,500	0	7,500	0.8
Maryland	3,112	51,000	46,736	97,736	3.1
Massachusetts	5,158	54,000	0	54,000	1.1
Michigan	7,833	62,324	54,648	116,972	1.5
Minnesota	3,422	5,000	10,000	15,000	0.4
Mississippi	2,186	0	0	0	0
Missouri	4,324	22,935	45,865	68,800	1.6
Montana	679	22,098	10,058	32,156	4.7
Nebraska	1,417	0	0	0	0
Nevada	291	0	0	0	0
New Hampshire	609	6,340	12,680	19,020	3.1
New Jersey	6,105	409,037	250,000	659,037	10.8
New Mexico	953	8,679	17,357	26,036	2.7
New York	16,851	380,415	120,000	500,415	3.2
North Carolina	4,579	8,000	0	8,000	0.2
North Dakota	634	5,000	10,000	15,000	2.4
Ohio	9,730	128,038	0	128,038	1.3
Oklahoma	2,338	6,000	12,000	18,000	0.8
Oregon	1,772	126,301	53,557	179,858	10.1
Pennsylvania	11,333	226,980	84,475	311,455	2.8
Puerto Rico**	2,362	58,580	117,156	175,736	7.4
Rhode Island	860	0	0	0	0
South Carolina	2,389	22,710	45,421	68,131	2.9
South Dakota	683	0	0	0	0
Tennessee	3,578	10,762	21,523	32,285	0.9
Texas	9,629	47,816	57,549	105,365	1.1
Utah	900	10,542	20,762	31,268	3.5
Vermont	390	7,500	0	7,500	1.9
Virginia	3,991	10,500	0	10,500	0.3
Washington	2,859	115,410	0	115,410	4.0
West Virginia	1,855	106,350	147,640	253,990	13.7
Wisconsin	3,960	5,255	0	5,255	0.1
Wyoming	331	0	0	0	0

* Since State populations have increased since 1960, per-capita expenditures as shown here are slightly higher than actual.

** Under the provisions of the Clean Air Act of 1963, Puerto Rico is treated as a State.

local and regional programs

In 1961 there were 34 local or regional programs with budgets of at least $25,000. Altogether they spent $7,629,000; but again, more than half this amount was spent by California programs, of which there were seven. Close to 50 percent was spent by Los Angeles county alone. Fifty-one smaller programs with budgets between $5,000 and $25,000 spent $548,000. The median per capita expenditure for all local and regional programs was 10.8 cents. Virtually all had some regulatory authority.

Under the Clean Air Act, Federal program grants have been awarded to communities with as few as 5,000 people as well as to those with millions. The number of local and regional programs has gone from 85 in 1961 to more than 130 in 1966, and this increase is all the more encouraging when we consider that many of the new programs serve entire counties, rather than single towns or cities. What has been done to date, however, is no more than a start. Of the nearly 600 counties with a population greater than 50,000, less than 90 have control programs, and most of these programs are far from being adequate. Only three of the 50 largest cities —Los Angeles, Long Beach, and Akron—are spending more for the control of air pollution than the 40 cents per capita commonly agreed upon as an acceptable minimum, and the median per capita expenditure of all local and regional agencies is less than 20 cents.

The air pollution control program budgets for the 50 largest cities in the United States are tabulated below.

This map locates the larger metropolitan areas in the United States. In general, the boundaries indicate the area spread of people who live in or around a central city, and whose activities form an integrated economic and social system. The central city has a population of 50,000 or more, or is a combination of two contiguous cities with a total population of 50,000 or more.

1966 air pollution budgets for 50 largest cities

	1960 Population (in thousands)	Fiscal 1966 Budgets			Annual Per Capita Budgets
		Non-Federal	Federal	Total	
Akron, Ohio (a)	290	36,385	94,155	130,540	40.2
Atlanta, Ga	487	15,000	—	15,000	3.0
Baltimore, Md	939	87,055	95,517	182,572	19.4
Birmingham, Ala (a)	341	45,387	120,000	165,387	26.0
Boston, Mass (a) (b)	697	98,675	120,000	218,675	10.9
Buffalo, NY (a)	533	36,097	72,194	108,291	20.4
Chicago, Ill	3,550	796,694	393,000	1,162,694	32.7
Cincinnati, Ohio	503	96,000	—	96,000	19.0
Cleveland, Ohio	876	241,730	34,922	276,652	31.6
Columbus, Ohio	471	51,000	—	51,000	10.8
Dallas, Tex (a)	680	18,960	48,755	67,715	7.1
Dayton, Ohio	262	27,500	—	27,500	10.4
Denver, Colo	494	70,323	104,286	174,609	35.3
Detroit, Mich	1,670	287,857	146,733	434,590	26.0
El Paso, Tex	277	5,000	—	5,000	1.8
Fort Worth, Tex	356	20,943	—	20,943	5.8
Honolulu, Haw	294	—	—	—	—
Houston, Tex (a)	1,243	70,000	—	70,000	5.6
Indianapolis, Ind	476	51,130	22,516	73,646	15.4
Jersey City, NJ	276	8,000	—	8,000	2.8
Kansas City, Mo	476	39,500	—	39,500	8.2
Long Beach, Calif (a)	344	3,475,763	179,591	3,655,354	60.5
Los Angeles, Calif (a)	2,479	3,475,763	179,591	3,655,354	60.5
Louisville, Ky (a)	391	86,577	21,000	107,577	17.6
Memphis, Tenn	498	4,000	—	4,000	0.8
Miami, Fla (a)	292	36,637	52,220	88,857	9.5
Milwaukee, Wisc (a)	743	187,279	12,978	200,257	19.3
Minneapolis, Minn	483	29,192	37,895	67,087	13.8
Newark, NJ	405	70,000	—	70,000	17.2
New Orleans, La (c)	628	—	—	—	—
New York, NY	7,782	1,201,913	188,000	1,389,913	17.8
Norfolk, Va	306	1	—	1	1
Oakland, Calif (a)	368	1,034,779	91,812	1,126,591	34.2
Oklahoma, Okla (a)	324	3,392	10,177	13,569	3.1
Omaha, Neb (a)	302	8,010	24,025	32,035	9.3
Philadelphia, Pa	2,003	264,470	172,336	436,806	21.8
Phoenix, Ariz (a)	439	71,768	58,657	130,425	19.6
Pittsburgh, Pa (a)	604	210,474	159,631	370,105	22.7
Portland, Ore	373	45,175	72,598	117,773	31.5
Rochester, NY (a)	319	9,017	26,948	39,965	12.6
St. Louis, Mo	750	133,785	42,768	176,553	23.5
St. Paul, Minn	313	33,000	55,783	88,783	28.3
San Antonio, Tex	588	3,000	—	3,000	0.5
San Diego, Calif (a)	573	60,000	—	60,000	5.8
San Francisco, Calif (a)	741	1,034,779	91,812	1,126,591	34.2
Seattle, Wash (a)	557	66,139	71,976	138,115	14.8
Tampa, Fla	275	3,000	—	3,000	1.1
Toledo, Ohio (a)	316	39,095	24,417	63,512	19.7
Tulsa, Okla (a)	262	8,378	25,134	33,512	9.5
Washington, DC	764	44,585	33,262	77,847	10.2

(a) Part of a regional or county-wide control program. Per capita expenditures computed on basis of total population served.

(b) Program administered by State agency.

(c) State law does not authorize local control programs.

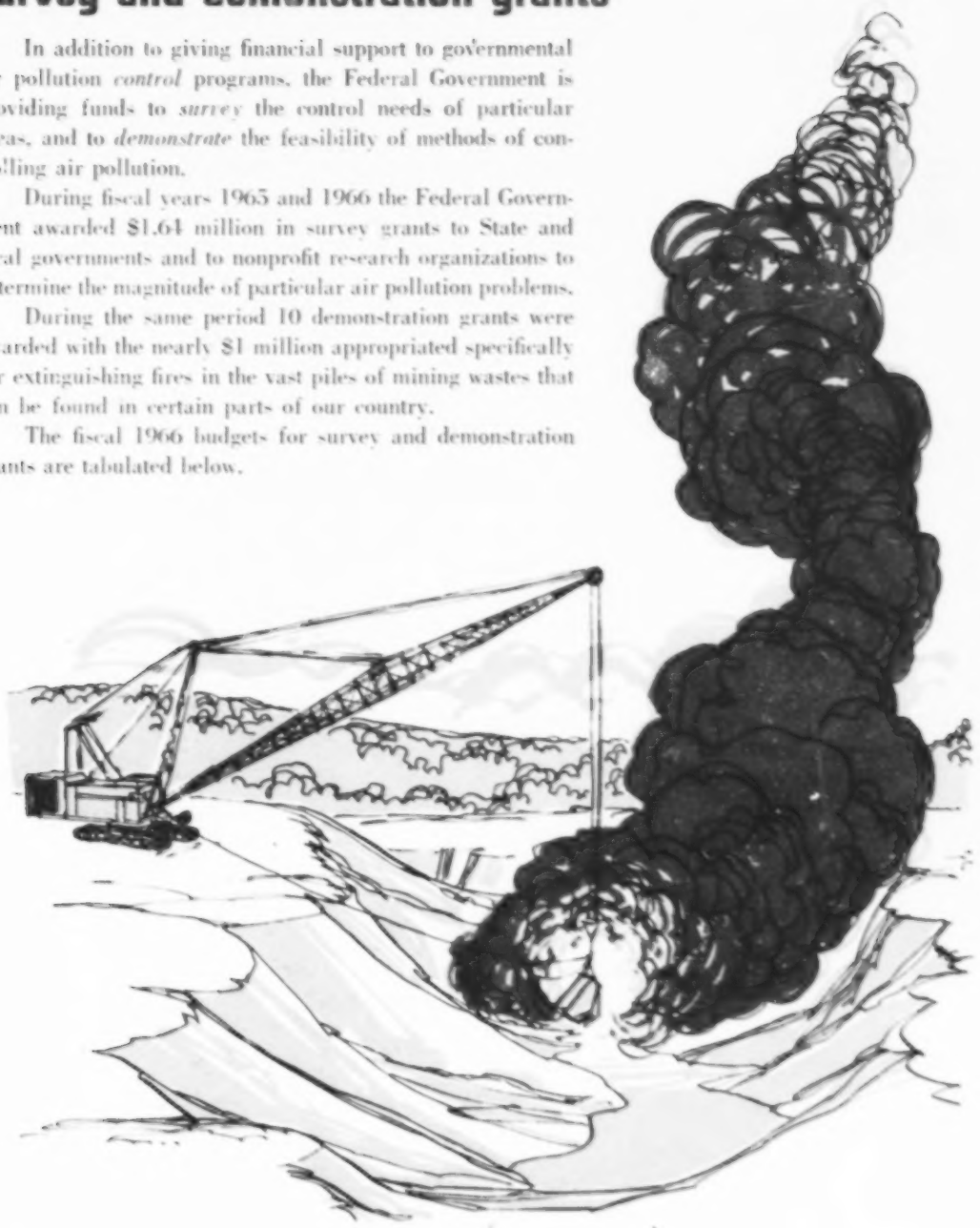
survey and demonstration grants

In addition to giving financial support to governmental air pollution *control* programs, the Federal Government is providing funds to *survey* the control needs of particular areas, and to *demonstrate* the feasibility of methods of controlling air pollution.

During fiscal years 1965 and 1966 the Federal Government awarded $1.64 million in survey grants to State and local governments and to nonprofit research organizations to determine the magnitude of particular air pollution problems.

During the same period 10 demonstration grants were awarded with the nearly $1 million appropriated specifically for extinguishing fires in the vast piles of mining wastes that can be found in certain parts of our country.

The fiscal 1966 budgets for survey and demonstration grants are tabulated below.



1966 budgets for survey and demonstration grants

Survey Grants	Fiscal 1966 Budgets		
	Non-Federal	Federal	Total
California Motor Vehicle Pollution Control Board	231,144	111,000	342,114
Ventura County, California	10,867	21,733	32,600
Boulder City/County, Colorado	1,821	5,463	7,284
Capitol Region Planning Agency, Hartford, Connecticut	15,500	46,500	62,000
New Britain, Connecticut	7,134	14,268	21,402
National Association of Counties Research Foundation, District of Columbia	127,500	30,000	157,500
Metropolitan Washington Council of Governments, District of Columbia	7,000	21,000	28,000
State of Maryland	80,467	241,401	321,868
City of Omaha/Douglas County, Nebraska	11,000	24,025	35,025
Monroe County, New York	9,017	26,948	35,965
City-County Office of Economic Development, Onondaga County, Syracuse, New York	14,000	42,000	56,000
New York State Air Pollution Control Board	13,538	27,077	40,615
Suffolk County, New York	8,000	24,000	32,000
Mid-Willamette Valley Air Pollution Control Authority, Salem, Oregon	13,891	40,752	54,643
Regional Conference of Elected Officials, Philadelphia, Pennsylvania	47,832	143,493	191,325
State of Pennsylvania	24,000	48,000	72,000
Metropolitan Planning Commission of Knoxville and Knox County, Tennessee	8,991	26,983	35,974
City of Laramie and University of Wyoming	993	2,309	3,302
Demonstration Grants			
Kentucky	42,484	101,850	144,334
Pennsylvania (8 grants)	267,750	803,248	1,070,998
West Virginia	23,300	69,900	93,200

goals for the future

It is evident that under the stimulus of the Clean Air Act all levels of government have increased their efforts to control air pollution. However, all those trends which contribute to the air pollution problem—urbanization, industrialization, use of fuels, dependence on the automobile—continue steadily upward, and it is also evident that in spite of our increased control efforts the problem of air pollution continues to grow. The serious problem of today will become a critical one tomorrow unless governments at all levels accelerate their efforts to control it. We must pace ourselves . . .

By 1970 . . .

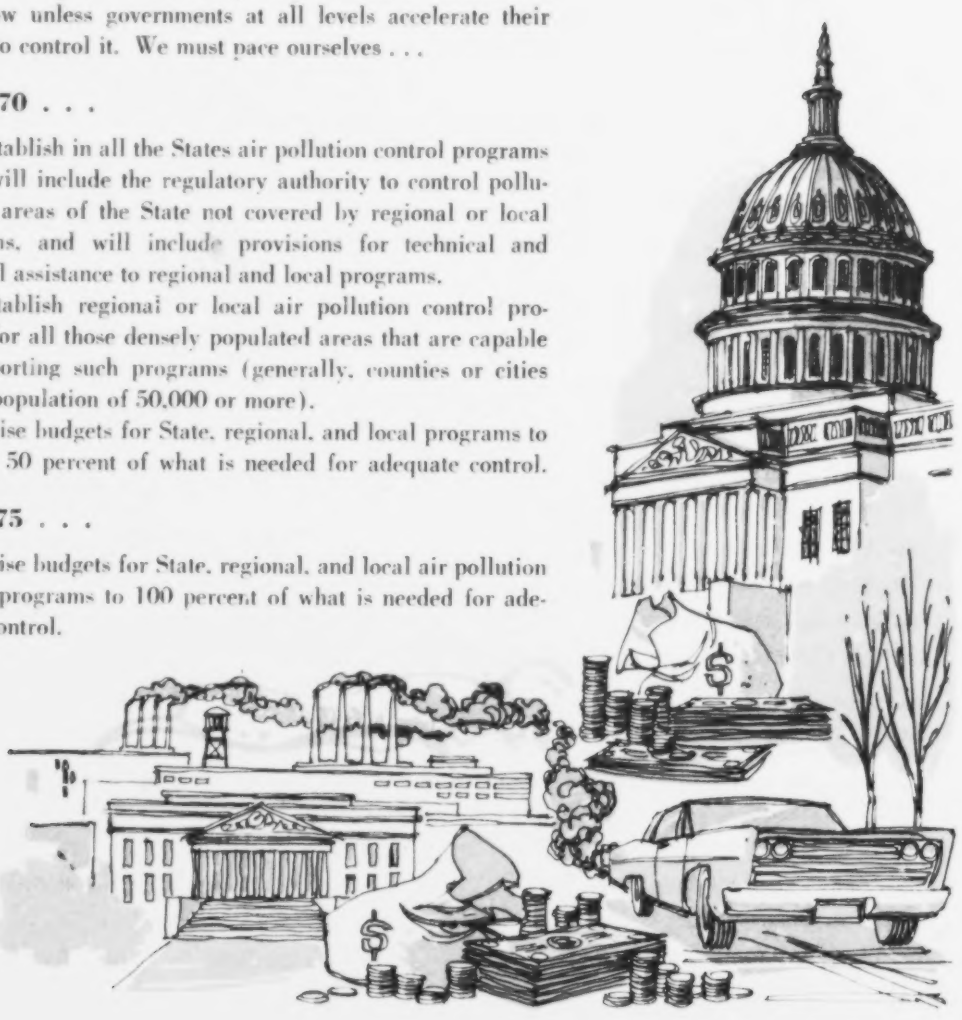
Establish in all the States air pollution control programs which will include the regulatory authority to control pollution in areas of the State not covered by regional or local programs, and will include provisions for technical and financial assistance to regional and local programs.

Establish regional or local air pollution control programs for all those densely populated areas that are capable of supporting such programs (generally, counties or cities with a population of 50,000 or more).

Raise budgets for State, regional, and local programs to at least 50 percent of what is needed for adequate control.

By 1975 . . .

Raise budgets for State, regional, and local air pollution control programs to 100 percent of what is needed for adequate control.



Recipients of Air Pollution Control Program Grants

Jefferson County Board of Health
Birmingham, Alabama

Air Pollution Control Board
Huntsville, Alabama

Alabama State Department of
Public Health
Montgomery, Alabama

Mobile County Board of Health
Mobile, Alabama

Maricopa County Health Department
Phoenix, Arizona

Pima County Health Department
Tucson, Arizona

Arkansas Pollution Control Commission
Little Rock, Arkansas

Los Angeles County Air Pollution
Control District
Los Angeles, California

San Bernardino County Air Pollution
Control District
San Bernardino, California

Bay Area Air Pollution Control District
San Francisco, California

Air Pollution Control Division
Denver, Colorado

Tri-County District Health Department
Aurora, Colorado

Colorado State Department of
Public Health
Denver, Colorado

Connecticut State Department of Health
Hartford, Connecticut

Board of Air Pollution Control
Bridgeport, Connecticut

Board of Health
Middletown, Connecticut

Fairfield Health Department
Fairfield, Connecticut

Stratford Health Department
Stratford, Connecticut

New Haven Department of Health
New Haven, Connecticut

District of Columbia Department
of Public Health
Washington, D.C.

Dade County Department of Public Health
Miami, Florida

Palm Beach County Health Department
West Palm Beach, Florida

Georgia Department of Public Health
Atlanta, Georgia

Fulton County Health Department
Atlanta, Georgia

Macon-Bibb County Health Department
Macon, Georgia

Chatham County Health Department
Savannah, Georgia

Hawaii State Department of Health
Honolulu, Hawaii

Chicago Department of Air Pollution Control
Chicago, Illinois

Air Pollution Control Bureau of the
County of Cook
Chicago, Illinois

Illinois Air Pollution Control Board
Springfield, Illinois

Indiana Air Pollution Control Board
Indianapolis, Indiana

Recipients of Air Pollution Control Program Grants

Bureau of Air Pollution Control
East Chicago, Indiana

Air Pollution Control Center
Gary, Indiana

Smoke Abatement Department
Evansville, Indiana

Bureau of Air Pollution Control
Indianapolis, Indiana

Department of Public Health
Cedar Rapids, Iowa

Kansas City—Wyandotte County
Health Department
Kansas City, Kansas

Kentucky State Department of Health
Frankfort, Kentucky

Jefferson County Air Pollution
Control District
Louisville, Kentucky

Louisiana State Board of Health
New Orleans, Louisiana

Department of Public Health
Worcester, Massachusetts

Massachusetts Department of Public Health
Boston, Massachusetts

Muskegon County Health Department
Muskegon, Michigan

Wayne County Health Department
Eloise, Michigan

City of Wyandotte
Wyandotte, Michigan

Detroit Bureau of Air Pollution Control
Detroit, Michigan

Michigan Department of Health
Lansing, Michigan

Department of Public Utilities
St. Paul, Minnesota

Air Pollution Control Division
Minneapolis, Minnesota

Minnesota Department of Health
Minneapolis, Minnesota

St. Louis County Health Department
Clayton, Missouri

Division of Air Pollution Control
St. Louis, Missouri

Air Conservation Commission
Jefferson City, Missouri

Greene County—Springfield Air
Pollution Control Authority
Springfield, Missouri

Montana State Board of Health
Helena, Montana

Reno-Sparks-Washoe County
Reno, Nevada

New Hampshire Department of Health
and Welfare
Concord, New Hampshire

New Jersey Department of Health
Trenton, New Jersey

East Orange Health Department
East Orange, New Jersey

New Mexico Department of Public Health
Santa Fe, New Mexico

Albuquerque Health Department
Albuquerque, New Mexico

Department of Public Health
New Rochelle, New York

Erie County Health Department
Buffalo, New York

Recipients of Air Pollution Control Program Grants

Broome County Health Department
Binghamton, New York

Dutchess County Department of Health
Poughkeepsie, New York

Chemung County Health Department
Elmira, New York

City of New York Department of Air
Pollution Control
New York, New York

New York State Air Pollution
Control Board
Albany, New York

Nassau County Department of Health
Mineola, New York

Schenectady City Health Department
Schenectady, New York

Albany County Department of Health
Albany, New York

Mt. Vernon Department of Health
Mount Vernon, New York

City of Yonkers Department of Health
Yonkers, New York

Columbia County Health Department
Hudson, New York

Niagara County Health Department
Lockport, New York

Westchester County Department of Health
White Plains, New York

Guilford County Health Department
Greensboro, North Carolina

Durham County Health Department
Durham, North Carolina

Buncombe County Health Department
Asheville, North Carolina

Rowan County Health Department
Salisbury, North Carolina

New Hanover County Health Department
Wilmington, North Carolina

Gaston County Health Department
Gastonia, North Carolina

Mecklenburg County Health Department
Charlotte, North Carolina

North Dakota State Department of Health
Bismarck, North Dakota

Department of Public Service
Air Pollution Control
Lorain, Ohio

Department of Public Health
Akron, Ohio

Division of Air and Water
Pollution Control
Toledo, Ohio

Division of Air & Stream Pollution
Cleveland, Ohio

Canton City Health Department
Canton, Ohio

Oklahoma State Department of Health
Oklahoma City, Oklahoma

Tulsa City-County Health Department
Tulsa, Oklahoma

Oklahoma City-County Health Department
Oklahoma City, Oklahoma

Air Quality Control Division
City of Portland Bureau of Health
Portland, Oregon

Oregon State Board of Health
Portland, Oregon

Recipients of Air Pollution Control Program Grants

Division of Air Pollution Control
Pennsylvania Department of Health
Harrisburg, Pennsylvania

Board of Supervisors
Lower Macungie Township
Macungie, Pennsylvania

Air Pollution Control Section
Philadelphia Department of Public Health
Philadelphia, Pennsylvania

Allegheny County Health Department
Pittsburgh, Pennsylvania

Puerto Rico Department of Health
San Juan, Puerto Rico

Air Pollution Control Division
Providence, Rhode Island

Inspection Department
Spartanburgh, South Carolina

Pollution Control Authority
of South Carolina
Columbia, South Carolina

Chattanooga Bureau of Air
Pollution Control
Chattanooga, Tennessee

Tennessee Department of Public Health
Nashville, Tennessee

Metropolitan Health Department
Nashville and Davidson County
Nashville, Tennessee

Texas State Department of Health
Austin, Texas

Dallas City Health Department
Dallas, Texas

Department of Air Pollution Control
Roanoke, Virginia

Seattle-King County Department of Health
Seattle, Washington

West Virginia Air Pollution
Control Commission
Charleston, West Virginia

Milwaukee County Department of
Air Pollution Control
Milwaukee, Wisconsin

Recipients of Air Pollution Survey and Demonstration Grants

Survey Grants

Ventura County Health Department
Ventura, California

City of Clinton
Clinton, Iowa

Will County Health Department
Joliet, Illinois

Suffolk County Department of Health
Riverhead, New York

New Britain Health Department
New Britain, Connecticut

Boulder City-County Health Department
Boulder, Colorado

Recipients of Air Pollution Survey and Demonstration Grants

Survey Grants

Omaha-Douglas County Health Department
Omaha, Nebraska

National Association of Counties
Research Foundation
Washington, D.C.

Interstate Sanitation Commission
New York, New York

New York State Air Pollution
Control Board
Albany, New York

Mid-Willamette Valley Air Pollution
Control Authority
Salem, Oregon

Metropolitan Washington Council
of Governments
Washington, D.C.

Maryland State Department of Health
Baltimore, Maryland

California Motor Vehicle Pollution
Control Board
Los Angeles, California

Detroit Bureau of Air Pollution Control
Detroit, Michigan

Capitol Region Planning Agency
Hartford, Connecticut

City-County Office of Economic
Development (Onondaga County)
Syracuse, New York

Pennsylvania Department of Health
Harrisburg, Pennsylvania

Metropolitan Planning Commission of
Knoxville and Knox County
Knoxville, Tennessee

University of Wyoming
Laramie, Wyoming

Regional Conference of Elected Officials
Philadelphia, Pennsylvania

Monroe County Health Department
Rochester, New York

Demonstration Grants

Kentucky State Department of Health
Frankfort, Kentucky

Department of Mines & Mineral Industries
Harrisburg, Pennsylvania

West Virginia Air Pollution
Control Commission
Charleston, West Virginia

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